

**LOCAL LAW 23 of 2013:
2016 ANNUAL REPORT**

**NEW YORK CITY ADMINISTRATION FOR CHILDREN'S SERVICES
DEPARTMENT OF YOUTH AND COMMUNITY DEVELOPMENT**

A. INTRODUCTION

Local Law 23 of 2013 requires an annual report to the Speaker of the City Council, documenting the number of youth in contact with DYCD and ACS “who are referred as, self-report as, or who the department (DYCD) or ACS later determines to be sexually exploited children, disaggregated by age, gender and whether the children had contact with either DYCD or ACS or both agencies”. The law also requires DYCD and ACS to provide a “description of the services provided by the department and ACS to meet the needs of youth who are or have been sexually exploited.” Lastly, the law requires DYCD and ACS to document their methods for collecting data regarding this population.

The New York City (NYC) Administration for Children's Services (ACS) and Department of Youth and Community Development (DYCD) are pleased to provide the third annual report on Local Law 23. As required, this report provides information on:

- A. The number of youth in contact with the department's (DYCD's) runaway and homeless youth services or ACS who are referred as, self-report as, or who the department (DYCD) or ACS later determine to be sexually exploited*
- B. Data disaggregated by age, utilizing the following ranges:
 - a. under 12 years old;*
 - b. 12-16 years old;*
 - c. 16-18 years old and,*
 - d. over 18 years old.*and by gender, and by whether such children had contact with the department with or ACS;*
- C. The number of sexually exploited children identified as having received services from DYCD and ACS;*
- D. A description of services provided by DYCD and ACS to sexually exploited youth; and,*
- E. The methods DYCD and ACS utilized to collect data regarding the number of sexually exploited children*

B. DATA SUMMARY

Table 1. Youth “referred as, self-reported as, or determined to be sexually exploited” Served Through ACS and DYCD in 2016:	
Safe Harbour Providers	1,345
DYCD Runaway and Homeless Youth Services	1,033
Preventive Services	77 ^{i, ii}
Placement Services	25
Total Exploited or at Risk for Exploitation Youth Served in 2016:	2,480

In 2016, ACS, DYCD and our Safe Harbour providers served a total of 2,480 youth referred as, self-reported as, or determined to be sexually exploitedⁱⁱⁱ.

Provider Breakdown:

Safe Harbour Providers Served 1,345 Exploited Youth or Youth At-Risk for Exploitation:

- 265 youth who were exploited or at-risk of exploitation youth received services from GEMS^{iv}
- 40 youth who were exploited or at-risk of exploitation received services from the Safe Horizon Counselors specialized with working with commercially sexually exploited children (CSEC) at ACS’ Nicholas Scoppetta Children’s Center.^v
- 444 youth who identified as exploited, or at-risk for exploitation received services from Safe Horizon’s Streetwork Outreach Team^{vi}
- 10 youth who were exploited or at risk of exploitation youth completed the Summer Youth Employment Program with the Henry Street Settlement^{vii}
- 331 youth who were exploited or at risk received services at The Door
- 12 youth who were exploited or at-risk of exploitation received services at Hetrick Martin Institute
- 51 youth who were exploited or at-risk of exploitation received services at the Ali Forney Center
- The NYS Office of Temporary and Disability Assistance confirmed 18 New York City youth as sexually exploited
- 172 sexually exploited youth, or youth at-risk for exploitation were identified through ACS’ Child Trafficking Mailbox

**DYCD Served 1,033 Exploited and/or At-Risk for Exploitation Youth
Through Runaway and Homeless Youth (RHY) Programs:**

- 503 youth received Crisis Bed services
- 216 youth received services from Transitional Independent Living Programs (TILS)
- 314 youth received services at Drop In Centers
- 244 of whom were also served by ACS
- 314 males; 649 females; 70 transgender youth
- 20 children ages 12 to 15; 146 children ages 16 to 18; 866 youth over age 18

ACS Placement and Preventive Services:

- Placement: Served 25 Sexually Exploited Youth at the Jewish Child Care Association's (JCCA) Gateways Program. Gateways worked with a total of 25 girls in 2016 (19 Child Welfare and 6 Non-Secure Detention), of which 14 cases opened in 2016 (10 Child Welfare and 4 Non-Secure Detention), the remaining 11 girls (9 Child Welfare and 2 Non-Secure Detention) carried over from 2015.
- Preventive: Served 75 Sexually Exploited and/or Sexually Abused Youth at the Mt. Sinai-St. Luke's New Beginnings Preventive Program. St. Luke's New Beginnings Preventive Program worked with a total of 136 children (subject child and siblings) in 2016, with 61 children under 12 years old. Since the program serves subject children age 12 and older, it is likely these are siblings of the subject children, not subject children themselves. Therefore the 61 children under age 12 have not been included in the total for New Beginnings. New Beginnings worked with a total of 65 families in 2016, with 17 new cases opened and 48 cases carried over from 2015.

Table 2. Delineation of Data by Required Local Law 23 Categories: As per available data totaling 1,901 youth ⁷, the following breakdown of youth were seen by Safe Harbour providers in 2016:

By Age:	Under 12 years old:	4
	12 to 15 years old:	371
	16 to 18 years old:	918
	Over 18 years old:	1,168
	Age unknown	19
By Gender:	Male:	728
	Female:	1,596
	Transgender:	151
	Gender Unknown	5
By Contact With DYCD or ACS:		
ACS only	471	
DYCD only	789	
Both ACS and DYCD	1,003	
Unknown	217	

C. DATA CAPTURE METHODOLOGY

In 2016, ACS obtained demographic data of young people served by New York State Safe Harbour-funded programs from the ACS and DYCD Safe Harbour providers. In addition, data was obtained through the implementation of ACS’ Child Trafficking Mailbox, which served as a vehicle for ACS and provider agency staff to send notifications of trafficked children, ask questions, request resources and receive case practice guidance. Use of the mailbox escalated across 2016, as its availability was shared during the continual Child Trafficking Awareness and Skills trainings. In 2016, the mailbox received and/or responded to 1,367 emails, which identified a total of 174 children who were trafficked, or at-risk of trafficking.

Screening Tools

In 2016, ACS continued to implement the NYS Office of Children and Families (OCFS) Administrative Directive, 15-OCFS-ADM-16: Requirements to Identify, Document, Report and Provide Services to Child Sex Trafficking Victims (September 1, 2015), with its mandated screening and reporting tools:

- a. Rapid Indicator Tool to Identify Children Who May Be Sex

- Trafficking Victims or At-Risk of Bring a Sex Trafficking Victim
- b. Child Sex Trafficking Indicators Tool
 - c. Law Enforcement Report of a Child Sex Trafficking Victim

It is very likely that the mandated OCFS screening process, based upon the requirements of 2014's federal legislation, The Preventing Sex Trafficking and Strengthening Families Act, which required screening of every child within the child welfare system for potential sex trafficking and timely reporting to law enforcement of any child determined to be sex trafficked, resulted in more trafficked and at-risk children being identified and served. Additionally, The NYS Office of Children and Family Services' (OCFS) Safe Harbour Program mandated the use of a newly devised Excel spreadsheet for data capture. This assisted in obtaining more complete and uniform statistics from providers than in prior years.

ACS recognizes that staff and providers face challenges in reporting and documenting and data about the children and youth using paper tools, which cannot aggregate data, nor provide a longitudinal history of the evolution of a child's entry into trafficking. The NYS Connections database was enhanced in 2016 with Sex Trafficking screens, into which staff could record the results of the screening tools and insert the Law Enforcement Report contact information. However, the actual trafficking indicators which identify the child's situation were not being captured, and therefore could not provide the detailed amount of data needed to really conceptualize trafficking within the NYC child welfare system.

Therefore, during 2016, ACS' Office of Child Trafficking Prevention and Policy, ACS' Management Information Systems (MIS) Department and a contracted Microsoft development team worked together to produce the first Child Trafficking Database (CTDB). The CTDB launched on February 15, 2017, so its data will be included in the 2017 report, next year. A detailed description of the CTDB is included in Appendix C.

Based upon the data collected from our providers, ACS would like to share the following observations:

- Obtaining all the figures required by Local Law 23 from vulnerable youth is challenging, and may be trauma inducing. For example, providers such as Streetwork, which conducts momentary outreach with many youth at one time, may not be able to obtain complete information from their participants. In other instances, asking youth information concerning their involvement with ACS may not foster rapport or may bring up painful feelings.
- In addition, it can be difficult, if not impossible, to ascertain whether youth were counted more than once, or if information provided in a later month related to a new or existing client, especially concerning street outreach and group work at the Children's Center and the two secure detention facilities. This is due to the anonymity involved in street outreach and drop in centers. ACS is working to enhance data collection whenever possible.
- Most importantly, youth do not always disclose their exploitative experiences. Therefore, many youth that are considered at-risk for trafficking, may have actually been trafficked, but choose not to disclose that information. There are a variety of reasons as to why a youth may not disclose. These reasons can include, but are not limited to:
 - Traumatic reaction due to thinking about the victimization endured
 - Fear of threats or retribution by the trafficker
 - Fear of being taken from familiar people or places
 - Embarrassed by, and ashamed of the exploitation and the abuse
 - Cultural norms that may make talking about exploitive experiences difficult for children, and even more so, traumatic sexual experiences
 - Developmental delays that make it difficult to conceptualize what has actually occurred

Table 3. Data Delineation by Agency and Indicator:

An expanded view of this table is located in Appendix B.

NYC Administration for Children's Services														
2016 Safe Harbour Data: Identified Exploited Children and Children At-Risk of Exploitation														
as reported by ACS, DYCD and Safe Harbour Providers														
Agency	Total Youth	Males	Females	Trans	No Gender Disclosed	< 12	12 to 15	16 to 18	> 18	Age Unk	ACS Only	DYCD Only	ACS + DYCD	Unk
Gateways	25	0	25	0	0	0	8	16	1	0	25	0	0	0
New Beginnings	75	15	60	0	0	0	60	15	0	0	75	0	0	0
Child Trafficking Mailbox	174	19	155	0	0	2	63	86	4	19	174	0	0	0
ACS FAP Advocate Cases	2	0	2	0	0	0	1	1	0	0	2	0	0	0
Streetworks' Street Outreach	444	194	205	45	0	0	26	357	61	0	0	0	444	0
Children's Center CSEC Counselors	40	3	36	1	0	1	16	22	1	0	0	0	40	0
Summer Youth Employ Prog.	10	5	5	0	0	0	5	5	0	0	0	0	10	0
GEMS Cases & Groups at Facilities	265	0	265	0	0	0	155	110	0	0	0	0	265	0
The Door	331	157	163	6	5	0	14	140	177	0	195	0	0	136
Ali Forney Center	51	20	13	18	0	0	0	14	37	0	0	0	0	51
Hetrick Martin Institute	12	0	1	11	0	0	0	0	12	0	0	0	0	12
DYCD RHY Programs	1,033	314	649	70	0	1	20	146	866	0	0	789	244	0
OTDA Confirmations	18	1	17	0	0	0	3	6	9	0	0	0	0	18
Total	2,480	728	1,596	151	5	4	371	918	1,168	19	471	789	1,003	217
Section Totals	2,480	2,480			2,480			2,480			2,480			

D. SERVICE PROVISION FOR SEXUALLY EXPLOITED YOUTH

1. DYCD Contracted Programs and Services to Meet the Needs of Sexually Exploited Children

The central responsibility of DYCD is to administer city, state, and federal funds to community-based organizations that serve New York City's youth and families. DYCD funds a range of programs including immigration, after-school, literacy, jobs and internships, parenting, and runaway and homeless youth programs and services. In 2016, DYCD provided \$593 million in funding to support these programs and services.

DYCD's continuum of Runaway and Homeless Youth (RHY) services is designed to protect young people, and whenever possible, encourage family reunification. In cases where reunification is not possible, these programs help youth progress from crisis and transitional care to independent living arrangements. Youth who participate in DYCD programs receive comprehensive services geared toward developing independent living skills, and strengthening their problem solving, decision making and communication abilities. This wide range of services includes food and clothing; medical services; substance abuse education; housing assistance; educational services; counseling; independent living skills training; employment counseling and assistance; recreation; legal assistance; and transportation assistance.

DYCD provides services to at-risk youth through crisis shelters (serving youth aged 16-20) which offer emergency, voluntary short-term residential programs. Youth in need of longer-term residential services may obtain a referral through the crisis shelter to DYCD's Transitional Independent Living (TIL) programs (serving youth aged 16-20), which assist youth in establishing independence through services such as educational and vocational programming, job placement, and counseling.

In 2006, DYCD revised its RHY model by establishing drop-in centers for each borough, enhanced street outreach services and specialized services for Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) youth, pregnant and parenting teens, and sexually exploited young people, as well as expanded shelter options. Services in this continuum are described in greater detail on the following page. DYCD's aggregate data is provided in Appendix A.

- a. **Crisis Shelters** – Crisis shelters offer emergency shelter for runaway and homeless youth up to the age of 21. These voluntary, short-term residential programs provide emergency shelter and crisis intervention services aimed at reuniting youth with their families. If family reunification is not possible, crisis shelters help arrange appropriate transitional and long-term placements. In 2016, including specialized services for LGBTQ youth a total of 216 crisis beds.

- b. **Drop-in Centers** – DYCD also provides emergency intervention services at its seven drop-in centers in each of the five boroughs. Three drop-in centers are located in Manhattan and one each in Brooklyn, Queens, Staten Island, and the Bronx. Six of the Drop-in Centers are open six days a week and provide youth up to the age of 24 with essentials such as food, clothing, and immediate shelter as well as access to counseling, support, and referrals to relevant services. In 2015, DYCD funded the Ali Forney Center to provide 24 hour drop-in center services at its Harlem location through non-Safe Harbor funding.

- c. **Street Outreach Program** – DYCD also conducts outreach on the street to reach at-risk youth where they are. Currently, the street outreach is conducted by the contracted provider, Safe Horizon's Streetwork Project, with the use of three vans. The Streetwork Project is a 30-year old confidential and voluntary program serving anyone who is under 24 years old and homeless. DYCD's Street Outreach's vehicle-based outreach program focuses on locations where youth are known to congregate. By

going directly to where at-risk youth are likely to congregate, such as subway stations and transportation hubs, the Street Outreach Program, with the assistance of street outreach workers, develops rapport with youth and provides contact by disseminating information about RHY services, providing food, clothing and other resources; making referrals to other service providers; and transporting youth back to their homes or relatives, to crisis shelters, or to other safe locations. In October 2013, through the infusion of the state Safe Harbor Funds, the Street Outreach Program expanded from two vans to three vans.

- d. **Transitional Independent Living (TIL) Programs** – DYCD contracts with providers to offer a total of 237 Transitional Independent Living beds. In addition to the services that are offered to all youth in the RHY continuum, those who are specifically identified as sexually exploited and in need of specialized services can be referred to the nationally recognized Girls Educational and Mentoring Services' (GEMS) Transitional Independent Living program, when appropriate. The GEMS TIL program specializes in services specifically for young women who have experienced sexual exploitation. Placement in the GEMS program is not always possible as it is limited to eight DYCD-funded beds and does not serve young men or transgender youth. However, young people residing in any of the DYCD funded programs will receive ongoing case work counseling to address issues associated with exploitation. As each young person's experience is different, the service providers make referrals, as appropriate, to outside services. Program staff take care to engage youth in services when the youth is ready to address this sensitive issue.

2. New York State Safe Harbour-Funded Programs to Meet the Needs of Sexually Exploited Children

In 2016, New York State's Office of Children and Family Services (OCFS) provided \$448,000 in funding to New York City so that NYC could continue to develop and implement a child welfare response to sex trafficking. OCFS initially provided \$440,000, which encompassed a \$102,000 cut in funding from the \$550,000 allotted to NYC in 2015. In September, OCFS added an additional \$8,000 in funding, bringing the grant total for 2016 to \$448,000. This funding continued to enhance our capacity to reach young people who are at risk of, or who are victims of sexual exploitation. The Safe Harbour grantee programs provided services to engage and educate exploited youth and assist with risk reduction through the use of internships, counseling groups, and outreach efforts. A summary of the services provided by each agency follows:

a. Ali Forney Center

The Ali Forney Center (AFC) specializes in providing street outreach, emergency shelter, transitional housing, job assistance, and social services for at-risk and homeless LGBTQ youth. AFC received a total of \$20,000 to be used between July and December 2016. This funding provided services and goods for 51 youth who were referred as, self-reported as, or determined to be sexually exploited. AFC used this funding to purchase and distribute critical items for LGBTQ youth experiencing homelessness, including safe sex items, clothes, and undergarments. Ali Forney Center also provided temporary paid internships to AFC clients who have been, or are at risk of being sexually exploited. AFC offered three internship types: General Support, Outreach, and Culinary. AFC's General Support Interns assisted at their drop-in center with administrative tasks. The Outreach Interns worked alongside the Outreach Specialists by assembling safe sex kits, providing street outreach, and attending community events to alert other youth of AFC services and safe sex practices. The Culinary Interns assisted the Meal Coordinator in the kitchen. They can also receive training to pass their New York Food Handler's License exam.

b. Hetrick-Martin Institute (HMI)

The Hetrick-Martin Institute (HMI) provides after-school programs, supportive programs, and internships for LGBTQ youth. HMI utilized \$20,000 in Safe Harbour funding to provide services and goods for 12 LGBTQ youth (of which 11 self-identified as transgender) referred as, self-reported as, or determined to be sexually exploited by providing group work sessions developed specifically for transgender females, a population known to highly correlate with sexual exploitation. HMI also provided individual counseling sessions for the youth. The individual counseling sessions help meet young people where they are by providing support, resources, connection to job readiness, medical care, and other supportive services for youth who are sexually exploited and working in the sex industry. HMI has prioritized individual counseling in response to feedback in 2015 from youth who stated they were uncomfortable participating in a closed group with other sexually exploited young people. Youth expressed concerns over privacy and discomfort while talking to peers about these issues and reported feeling more comfortable meeting with program staff individually.

c. The Door

The Door provides a wide range of services for New York City youth ages 12 to 21, including after school programs, college advisement, mentoring, medical services, and legal services. The Door used Safe Harbour funding in 2016 to provide services for 331 youth referred as, self-reported as, or determined to be sexually exploited by funding a Crisis Counselor who meets with young people in emergency situations, and to continue their “Smart Hustle” open and closed groups. The open group focused on exploitation education and prevention. The closed group focused on support for young people engaged in commercial sex. A variety of supportive activities and workshops were sponsored, including art expression, resume writing, job search, self-defense, and how homelessness is used as a way to take advantage of people sexually.

d. Safe Horizon

Safe Horizon, a leading service provider in the field of commercial sexual exploitation, provided two areas of service through the Safe Harbour grant. Two Licensed Master Social Workers (LMSW) worked as CSEC Consultants at the Nicholas Scoppetta Children's Center. The social workers, who are employed through Safe Horizon's Streetwork Project, provided screening and assessment for suspected or identified CSEC, assisted staff in identifying exploited youth, engaged with and advocated for the youth, and provided appropriate service recommendations and referrals. In addition to their work with exploited children and other vulnerable populations, the consultants provided psycho-educational groups for all youth and technical support for staff. During 2015, the social workers served 40 youth referred as, self-reported as, or determined to be sexually exploited. Safe Horizon was required to replace one social worker during 2015, due to her voluntary decision to terminate the position. Less service availability therefore occurred during the timeframe for the replacement search.

2016 Safe Harbour funding also enabled the continuation of street outreach to identify and support trafficked youth. Street Outreach did not commence until April of 2016. Due to the \$102,000 cut in funding from OCFS (2015 provided \$550,000 in funding, while 2016 provided \$448,000 grant), the decision on whether to continue street outreach and if so, how to do so with lesser funding, did not conclude until after the 2015 staff had been released. Therefore, Safe Horizon was required to start a new hiring process for 2016, which occurred during the first quarter (January through March).

Safe Horizon's Streetwork Project's Street Outreach Team provided the contact card of the CSEC Consultant, the contact card for the Outreach Team, safer sex items, and a variety of essentials, including snacks, water, hygiene items, hats, scarves, gloves and hand warmers to 444 homeless youth, and youth on the street referred as, self-reported as, or determined to be sexually exploited. Homelessness often correlates with "survival sex". Many youth are repeat contacts for street outreach, and the Team has continued to build a strong relationship with them.

e. Girls Education and Mentoring Services (GEMS)

Girls Education Mentoring Services (GEMS) is a nationally recognized organization that works with sexually exploited young women and girls through intervention and outreach, direct supportive services, training, and technical assistance. GEMS used their 2016 Safe Harbour funds to work with a total of 265 girls at three ACS facilities: The Nicholas Scoppetta Children’s Center, and the Crossroads and Horizon Secure Detention Facilities. GEMS facilitated 31 psycho-educational group outreach sessions at the three facilities, 27 mentoring group sessions at the GEMS offices, and 16 individual sessions at the three facilities.

GEMS’ Youth Outreach Team is comprised of trained staff, fellows, and interns who develop and maintain the successfully proven CSEC curriculum used by GEMS. Safe Harbour funding also helped cover costs for the Youth Outreach Team to travel to and from ACS facilities, as well as costs associated with program related supplies for Safe Harbour outreach efforts.

GEMS funding also covered the provision of training to ACS and contract agency staff, both directly and through a 3-Day “Train the Trainer” session, as detailed in section F-1.

f. Summer Youth Employment Program (SYEP)

ACS again partnered with DYCD to set aside slots in DYCD’s Summer Youth Employment Program (SYEP) specifically for sexually exploited and at-risk youth. ACS reached out to youth in preventive programs, youth in foster care, and youth in juvenile justice placements, with the goal of employment experience and identification of educational pathways to support career and life goals. Safe Harbour funding permitted the 10 youth to participate in this valuable program, for up to 25 hours per week during the summer of 2016. Funding had been originally been allocated for twenty (20) Summer Youth Employment Program (SYEP) slots. Nineteen (19) youth had been signed up for the slots. Nine (9) of the 19 were “no shows”. Ten (10) youth completed the program, with a total amount of hours ranging from 40 hours (lowest) to 150 hours (highest).

3. ACS Contracted Preventive and Placement Programs to Meet the Needs of Sexually Exploited Children

In addition to services funded by the NYS Safe Harbour grant, ACS also contracts for specialized preventive and placement programs as part of its continuum of services for at-risk youth and victims of sexual exploitation.

a. Preventive: Mt. Sinai-St. Luke's New Beginnings Program

ACS contracts with Mt. Sinai-St. Luke's Roosevelt's New Beginnings Program, which was designed to maintain youth ages 12–17 who are at-risk for sexual abuse and/or exploitation, or who are victims of sexual abuse and/or exploitation safely in their homes by providing intensive therapy to the youth and family members. The program also works with youth in foster care up to age 21, as well as with youth up to age 22 who have aged out of foster care.

In 2016, the New Beginnings Program worked with 65 cases, 17 of which were new cases and 48 carried over from the prior year, with a total of 136 children (subject child and siblings). New Beginnings benefitted from Safe Harbour funding through the funding of a session of the Reciprocity Foundation's Film and Media Education Program and Holistic Mental Health services (meditation). An award-winning, contemplative nonprofit offering transformative programming for homeless and foster youth in NYC, the Reciprocity Foundation Reciprocity focuses on teaching youth to create media using cutting edge software programs (Final Cut Pro) uploaded to Apple workstations. In this course, youth learn how to shoot footage, edit film reels on computer workstations and produce production-ready media (short films, documentaries, music videos and commercials). The staff also teach project management, time management, stress management, personal organization, network, teamwork and budgeting. Safe Harbour also provided \$7,500 for motivational incentives (gift cards) for the children served by New Beginnings.

Placement: The Jewish Child Care Association’s Gateways Program

The Jewish Child Care Association (JCCA) is a longstanding contractor that provides foster home, residential, community, mental health and preventive services. Since 2011, ACS has contracted with JCCA for services provided at the Gateways Program, an intensive, specialized residential program for female trafficking victims ages 12 to 16. JCCA currently supports these young people by using the Sanctuary trauma-informed care model, as well as a four-phase system of treatment that involves assessment, individual and family therapy, and peer counseling. Gateways maintains 18 beds at its campus in Westchester, New York specifically for sexually exploited girls who want to leave “the life”. Twelve beds are located in the Child Welfare Cottage, and were used for regular foster care placements. Six additional beds were used for Non Secure Detention placements. In 2016, Gateways accepted 14 new girls for placement (10 child welfare and 4 non secure detention), serving a total of 25 girls (11 carried over from 2015). Gateways benefitted from 2015 Safe Harbour funding through \$7,500 provided for gift card incentives and funding of the Therapeutic Horseback Riding program and affirmation ceremonies.

E. Community Support and Awareness Building

1. Mt. Sinai Adolescent Clinic

Safe Harbour funding provided \$7,500 to the Mt. Sinai Medical Center’s Adolescent Clinic for the funding of therapeutic services and safe sex items at their free clinic. This clinic is open to all youth up to age 22 (up to age 24 if registered before age 22). Additionally, it is the free health provider for (the trafficked and formerly trafficked) girls affiliated with GEMS.

2. ECPAT-USA

Safe Harbour worked with ECPAT-USA (Ending Child Trafficking at the Source) to develop a user guide to an anti-trafficking comic book produced by ECPAT-USA. ECPAT-USA is the leading anti-trafficking policy

organization in the United States. ECPAT-USA belongs to an international network of organizations in 75 countries, all working to end the commercial sexual exploitation of children. Safe Harbour purchased 10,000 of the anti-trafficking comic books for distribution to providers who work with teens, along with the co-developed user guide.

3. New Child Trafficking Awareness Slogan: “Children are NOT for \$ale”

Safe Harbour purchased 2,600 tote bags emblazoned with the slogan: “Children are NOT for \$ale” and the phone and text numbers of the National Human Trafficking Hotline for distribution at trainings and community events, to build awareness of child trafficking and provide a resource contact to assist in trafficking prevention and alleviation.

F. Increased Identification of Exploited and At-Risk Children

This year’s New York State Safe Harbour funding allowed the city to enhance our capacity to reach young people who are at risk of, or who are victims of sexual exploitation. One of the best ways to do so is to increase the ability to identify exploited youth, and thereby engage with and provide services to them. ACS has been doing so through training and screening efforts.

1. Training

In 2016, ACS provided child trafficking training to 3,601 professionals, including ACS, contract agency, other City agencies, and community providers. ACS’ Office of Child Trafficking Prevention and Policy (OCTPP) worked diligently and continually to provide the highest quality of training to a total of 1,861 professionals in 2016. ACS’s Division of Child Protection (DCP), representatives of whom had attended the 2015 Safe Harbour sponsored GEMS 3-Day “Train the Trainer”, developed a half day Awareness and Skills training, which they provided to 1,658 front line staff, and 73 other ACS staff in 2016. Additionally, the two CSEC Consultants at the Children’s Center provided training to nine “Child and Family Specialist” social workers, who engage with, and assess the children en route to foster care.

OCTPP had launched ACS's first standardized, full day Awareness and Skills based training in 2015 to assist staff and providers in better identifying, and thereby, better providing services to trafficked children. In 2016, OCTPP upgraded its agenda, featuring training on the red flags of human trafficking and all of the affiliated dynamics and components, screening and identifying children, skills to assist with engaging and interviewing trafficked children, the ACS Investigative Consultation Program, an overview of applicable legislation, and the importance of appropriate service provision. The training also includes a service provider panel of experts who work with trafficked children that responded to attendees' case and policy related questions. Trainers all had a high level of professional expertise in working with trafficked children, including, but not limited to:

- ACS' Director of the Office of Child Trafficking Prevention and Policy
- ACS' Investigative Consultation Program
- Girls Educational and Mentoring Services (GEMS)
- Day One
- St. Luke's New Beginnings Program
- Jewish Child Care Association's Gateways Program
- The Center for Court Innovation
- Ali Forney Center
- Safe Horizon
- Sanctuary for Families
- Chinese American Planning Council

OCTPP provided their full day training fourteen (14 times) in 2016, with five of the sessions specifically targeted to preventive providers in each borough. Additionally, OCTPP provided eighteen (18) half day trainings, either directly, or through affiliation with other experts on child trafficking, including an evening session for the staff at the Children's Center and four (4) developmental training/testing sessions for the Child Trafficking Database (CTDB). OCTPP's 1,861 training attendees included staff from:

- ACS (Child Protection, Prevention, Family Permanency, Detention, Legal Services, Training Academy)
- Foster Care Agencies
- Preventive Services Agencies
- Detention Service Provider Agencies
- New York Police Department
- NYC Department of Youth and Community Development (DYCD) Runaway and Homeless Youth (RHY) Services
- NYC HIV/Aids Services (HASA)
- Mayor’s Office for Domestic Violence (MODV)
- Child Advocacy Centers (CAC)
- NYC Health and Hospitals Corporation (HHC)
- NYC Department of Homeless Services (DHS)
- Safe Horizon
- Center for Court Innovation (CCI)
- Day One
- ECPAT-USA

Through the Safe Harbour grant, OCTPP also sponsored, for the second year in a row, a 3-Day “Train the Trainer” session provided by GEMS for forty (40) ACS, preventive and foster care agency staff, and other City and community agency staff, including NYPD and the Mayor’s Office for Domestic Violence, to develop internal training and technical support capacity. The “Train the Trainer” will again be provided in 2017, with two 3-Day sessions scheduled for up to 150 attendees, total.

Conclusion

Over the past four years, through the Safe Harbour affiliation, ACS and DYCD have worked together to systemically recognize and address the needs of sexually exploited young people. The Safe Harbor Act and state resources have allowed us to strengthen our work in this area by enhancing our existing services and developing

increased specialized services for this population, training staff, and evaluating mechanisms to improve our efforts to identify and document sexually exploited youth.

For five years (2013 to 2017), NYC has been the recipient of Safe Harbour grant funding from NYS OCFS as follows:

Year	Funding
2013	\$622,220
2014	\$550,000
2015	\$550,000
2016	\$448,000
2017	\$374,000

OCFS has indicated that the NYC Safe Harbour funding will be reduced significantly after 2017. It is our understanding that this funding will be reduced substantially after 2017. The OCFS Safe Harbour grant ends in 2017, after which OCFS plans a future funding baseline, which may be between 10% and 20% of the last year of funding.

We greatly appreciate the Council's attention to this vulnerable population of children, and look forward to discussing how the Council can provide additional support for ongoing work to help the trafficked and sexually exploited children of NYC, as ACS anticipates greater identification of trafficked children due to the development of greater awareness and the rolling out of the Child Trafficking Database (CTDB).

Appendix A: NYC DYCD 2016 Statistics

Total Number of Youth Served at DYCD Crisis, TIL Beds and Drop-In for CY 2016					T = 1,033
	*Youth Under 12 years old	*Youth 12-15 years old	Youth 16-18 years old	Youth Over 18 years old	TOTAL
Males	0	1	25	288	314
Females	1	19	115	514	649
Transgender Male	0	0	5	9	14
Transgender Female	0	0	1	55	56
# of Youth who had contact with DYCD (no ACS contact disclosed)	0	10	134	610	778
# of Youth who had contact with ACS and DYCD	0	8	83	170	244
# of Mental Health Referrals	1	28	199	898	1126

- 503 youth received Crisis Bed services
- 216 youth received services from Transitional Independent Living Programs (TILS)
- 314 youth received services at Drop In Centers

Appendix B: Safe Harbour 2016

NYC Administration for Children's Services
as reported by ACS, DYCD and Safe Harbour Providers

2016 Safe Harbour Data: Identified Exploited Children and Children At-Risk of Exploitation

Agency	Total Youth	Males	Females	Trans	No Gender Disclosed	< 12	12 to 15	16 to 18	> 18	Age Unk	ACS Only	DYCD Only	ACS + DYCD	Unk		
Gateways	25	0	25	0	0	0	8	16	1	0	25	0	0	0		
New Beginnings	75	15	60	0	0	0	60	15	0	0	75	0	0	0		
Child Trafficking Mailbox	174	19	155	0	0	2	63	86	4	19	174	0	0	0		
ACS FAP Advocate Cases	2	0	2	0	0	0	1	1	0	0	2	0	0	0		
Streetworks' Street Outreach	444	194	205	45	0	0	26	357	61	0	0	0	444	0		
Children's Center CSEC																
Counselors	40	3	36	1	0	1	16	22	1	0	0	0	40	0		
Summer Youth Employ Prog.	10	5	5	0	0	0	5	5	0	0	0	0	10	0		
GEMS Cases & Groups at Facilities	265	0	265	0	0	0	155	110	0	0	0	0	265	0		
The Door	331	157	163	6	5	0	14	140	177	0	195	0	0	136		
All Forney Center	51	20	13	18	0	0	0	14	37	0	0	0	0	51		
Hetrick Martin Institute	12	0	1	11	0	0	0	0	12	0	0	0	0	12		
DYCD RHY Programs	1,033	314	649	70	0	1	20	146	866	0	0	789	244	0		
OTDA Confirmations	18	1	17	0	0	0	3	6	9	0	0	0	0	18		
Total	2,480	728	1,596	151	5	4	371	918	1,168	19	471	789	1,003	217		
Section Totals	2,480	2,480					2,480					2,480				

Appendix C:

Child Trafficking Database History and Description

Administered by the ACS Office of Child Trafficking Prevention and Policy, the Child Trafficking Database (CTDB) is an electronic web-based system, platformed in Microsoft Dynamics, which allows assigned staff to complete the mandated OCFS sex trafficking screening tools, thereby alleviating the use of paper screening tools. The CTDB allows staff to view child trafficking screening histories of children on their caseload, input screenings and view caseload demographics relevant to screenings assigned. The CTDB permits every screening to be recorded and saved in the system for future access by a worker assigned to a child (and only when a worker is assigned to a child), and for administrative research and reporting needs, as required by Federal and State legislation.

Background

The 2014 federal legislation (The Preventing Sex Trafficking and Strengthening Families Act), required screening of every child within the child welfare system for potential sex trafficking and timely reporting to law enforcement of any child determined to be sex trafficked. It also required data collection concerning sex trafficked youth and youth at-risk of trafficking.

As a result of this legislation, in 2015, the NYS Office of Children and Family Services (OCFS) provided an Administrative Directive entitled 16-OCFS-ADM-15: Requirements to Identify, Document, Report and Provide Services to Child Sex Trafficking Victims (ADM) for guidance, which took effect immediately. This is the guidance ACS is mandated to follow in screening and documenting sex trafficking. This ADM provides two specific tools for screening, and a Law Enforcement Report referral form.

The ADM provided the two screening tools (OCFS-3921 and OCFS-3920) in a paper format. However, due to the volume of cases within ACS and its contract agencies and detention facilities, large scale paper screenings do not permit the ability for a concise, longitudinal history of a trafficked child, or for accurate and timely data tracking. ACS therefore came up with a solution: the Child Trafficking Database (CTDB).

CTDB Development

The development of the CTDB has been divided into two phases: Phase 1: Child Trafficking Screening Tool and Phase 2: Data Collection and Reporting. The goal of the first phase was to develop a mechanism for data gathering, collection and reporting in relation to a Child Trafficking Screening mandates. The goal of the second phase is to

further develop the CTDB to provide the ability for users to gather, collect and report on sex and labor trafficking demographic data in relation to the NYS data mandate.

In Phase I (launched on February 15, 2017), the CTDB permits ACS divisions, contract agency and detention facility staff to directly complete the sex trafficking screenings in an electronic, rather than paper format, whenever:

1. a Child Abuse/Maltreatment case is reported to ACS through the NYS Central Registry and an investigation is launched
2. a child is entering or re-entering a Foster Care agency.
3. a child is referred to a Juvenile Detention facility.
4. a child undergoes intake by a Preventive Service agency
5. a child receives services from the Family Assessment Program
6. a child returns from AWOL
7. At the time of every Family Assessment Service Plan (FASP)

Who is to be screened in the CTDB?

All children in the care of the Administration for Children's Services (ACS), contracted foster care agencies, contracted preventive service agencies and juvenile detention facilities will be screened using the CTDB.

Who will not be screened in the CTDB?

Children in Advocate (ADVPO) cases will not be screened in the CTDB. They will be screened, but with paper tools to maintain the confidentiality required by the Advocate's Agreement.

Who are Screeners and What Can They Do?

Screeners are ACS staff or ACS-contracted providers assigned CTDB privileges. Screeners can use the system to:

- Create new screenings
- Modify active screenings
- Complete active screenings
- Print screenings

Assigned staff and their supervisors will be able to view the screening history of children on their caseload, input screenings and view screening caseload demographics. Supervisors can do everything that a Screener can do, and can also perform additional functions. Supervisors can view their unit as a whole, or view each assigned screener's caseload individually. Both screeners and supervisors have access to a "dashboard" which list all screenings to assigned, in progress and completed within

the last seven days. There can be supervisory level viewing access for multiple persons (managers and directors), but only by individual unit. In the Phase II of CTDB development, case data will be able to be viewed cumulatively at multiple levels. Screenings completed in the CTDB can be printed for case record insertion, and can also be copied and pasted as a Word document into a Connections (database) Progress Note.

Case Assignment

Cases will be generated within the CTDB to ACS, Foster Care and Preventive Services agencies staff through Connections, which automatically generates a screening for a worker within 24 hours of case/child assignment within Connections. Screeners have the option to create screenings manually within the CTDB when a screening is not automatically tied to case assignment and Detention staff will always generate their screenings manually. Supervisors can view their unit as a whole, or each assigned screener's caseload individually. Both screeners and supervisors have access to a "dashboard" which list all screenings to assigned, in progress and completed within the last seven days. Additionally, the dashboards provide charts which visually aggregate a variety of caseload (screener) and unit (supervisor) screening completions demographics. For Phase I, there is one level of Administrative overview and report accessibility, which will be through the ACS Office of Child Trafficking Prevention and Policy. The CTDB will also permit reporting of data in the format required by OCFS, albeit through manual manipulation of an Excel worksheet in Phase I.

In Phase II (in development during 2017), the CTDB will be enhanced to include an expanded demographics entry section for all youth identified as trafficked, which will allow the longitudinal capture of information. This project will therefore permit large scale indicator identification, tracking, data collection and aggregation of all the trafficked youth identified through ACS' protective investigations and within the foster care, preventive and detention systems. The CTDB will also permit reporting of data in the format required by OCFS with automatic report functionality, and extended levels of administrative access (for divisional and agency managers and executives).

Training and Resources

Six (6) Train the Trainer sessions (600 available seats) on the use of the Phase I database were provided during January 2017, in preparation for the CTDB launch. A [Reference Guide](#) and [Training Slides](#) have been developed to assist staff in their work within the CTDB. The [CTDB Reference Guide](#) provides guidance for users with the role of Screener (completes a sex trafficking screening) or Supervisor (supervises Screeners). The [CTDB Training Slides](#) provide a step-by-step overview of how to use the database, complete with database screen shots.

CTDB Administration

The CTDB is administrated by the ACS Office of Child Trafficking Prevention and Policy (OCTPP). OCTPP is responsible for collecting data and preparing reports mandated by the NY City Council and the NYS Office of Children and Family Services (OCFS). Questions about the CTDB may be referred to OCTPP's Child Trafficking Database Mailbox at CTDB@acs.nyc.gov

End Notes

ⁱ St. Luke's New Beginnings Preventive Program, which accepts referrals for children age 12 and up, reported working with 75 children in families they served. ACS' Family Assessment Program reported 2 trafficked children identified by a service provider. Hence, 77 children reported for preventive services.

ⁱⁱ St. Luke's New Beginnings Preventive Program worked with 65 cases in 2016, 17 of which were new cases and 48 carried over from the prior year, with a total of 136 children (subject child and siblings). There were 61 children under 12 years old in 2016. Since the program serves subject children age 12 and older, it is likely these are siblings of the subject children, not subject children themselves. Therefore the 61 children under age 12 have not been included in the total for New Beginnings.

ⁱⁱⁱ It should be noted that some youth may have been counted multiple times, especially with street outreach. There is no means to determine whether or how frequently this occurred.

^{iv} GEMS provided psycho-educational groups, mentoring groups and individual counseling sessions at ACS' Children's Center and the Horizon and Crossroads Secure Detention Centers. These children are at the highest risk for exploitation, and often do not disclose.

^v Forty (40) exploited youth were worked with by the CSEC Counselors at the ACS Children's Center, some of whom received multiple and/or extended sessions.

^{vi} Safe Horizon's Street Outreach (Streetwork Program) did not provide services for the first quarter of 2016 (January through March) due to their hiring process for new outreach workers. They commenced outreach in April.

^{vii} Funding had been allocated for twenty (20) Summer Youth Employment Program (SYEP) slots. Nineteen (19) youth had been signed up for the slots and nine (9) of the 19 were "no shows". Ten (10) youth completed the program.